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ABSTRACT

This document contains six papers about and from a roundtable discussion of poverty alleviation, work, and adult learning. The "Introduction" (Madhu Singh) presents an overview of the roundtable. "Work-Related Adult Education: Challenges and Possibilities in Poverty Areas" (Enrique Pieck) describes work-related adult education strategies and argues that training alone is insufficient for poverty areas. Competence reform in Norway is examined in "The Future of Work and Adult Learning: The Norwegian Case" (Ole Briseid). "The New Role of Adult Education Institutions: From Schools to Learning Agencies" (Peter Krug) explains why educational institutions must become open learning centers and act as facilitators of the transition between schools and universities and continuing education. "Trade Unions and Adult Vocational Learning for the Informal Sector" (Christine Nathan) discusses the situation of women construction workers in India and suggests how trade unions can help them through adult education. Adult vocational education's responsiveness to those it serves is considered in "Ethical Implications of Contemporary Trends in Work and Adult Vocational Learning" (Richard D. Bagnall). Concluding the document are abstracts and the tables of contents of two United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute for Education publications on work-based learning. (MN)

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Poverty Alleviation, Work and Adult Learning

Report of the UIE Round Table held during the 2nd International Congress on Vocational Education and Training, Seoul, Korea, 26-30 April, 1999

Edited by Madhu Singh

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UIE working papers

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INTRODUCTION

Madhu Singh presents some of the themes that were discussed at the UIE round table held during the 2nd International Congress on Vocational Education and Training, Seoul, Korea, 26-30 April, 1999

One of the major themes of the International Conference on Adult Education (CONFINTEA V) held in Hamburg in July 1997, was "Adult Learning and the Changing World of Work". It involved the participation of several labour organisations, trade unions, ministries, international agencies and training institutions from many countries. The recommendations of "The Agenda for the Future" included the promotion of the right to work and the right to work-related adult learning, the provision of work-related adult learning for different target groups, such as women, migrants and workers in the informal economy, as well as the diversification of the contents of work-related adult learning.

Following CONFINTEA a meeting was held at the UNESCO Institute for Education bringing experts on adult learning and work to discuss and debate issues on work, education and the future, and to come to a joint statement. It was also at this meeting that proposals were made for UIE's round table on adult learning and the future of work. The aim of this round table was to contribute to the debate on vocational and technical education in the context of lifelong learning.

The present UIE working paper reports on the results of this round table which addressed several issues such as highlighting the relationship between adult learning and poverty eradication, promoting a new vision of functional literacy, emphasizing the role of adult basic education in vocational development, recognising the economic and socio-cultural reality of the informal sector in

The* Agenda For the Future** ***states: "The changing world of work is a multifaceted issue of enormous concern and relevance to adult learning. Globalizations and new technologies are having a powerful and growing impact on all dimensions of the collective and individual lives of women and men. There is increasing concern about the precariousness of employment and the rise of unemployment. In developing countries, the concern is not simply one of employment but also of ensuring secure livelihoods for all"

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adult learning, as well as discussing the implications of new discourses in adult vocational education for developing countries.

Adult learning, poverty eradication and a new vision of functional literacy

"The new vision of functional literacy implies that it is not just a transference of skills but also of enabling people to use their skills to negotiate more effectively with power structures. In the case of women, this is crucial to their empowerment"

The round table stressed that development needs to be viewed holistically to include, both culture as well as economy, and that adult learning is the key to development and poverty eradication. Programmes and projects on work-related learning in poverty areas have shown that technical training alone, as a strategy of work-related adult education, is not enough. Technical training in poverty areas needs to be based on an integrated approach. Inter-institutional linkages with programmes relating to health, education and political institutions are necessary for broadening the scope of these institutions by making them economically relevant for people living in poverty areas. With regard to indigenous groups, work-related adult education programmes need to respect people's own organisations and their own common sense notions and practices of work.

A key area of the discussions during the round table was the linking of skills development and literacy. For example, instead of offering education and literacy as a panacea for problems of women in rural areas, it was emphasized that functional literacy should begin by training and practical skills based on women's existing knowledge, competence, as well as on women's own critical questioning of issues relating to survival and discrimination, and combining these with literacy.

Poverty is global

Poverty is a condition which is also affecting industrialised countries. There is increasing concern about the precariousness of employment and the rise of unemployment in industrialised countries. In order to meet the challenges posed by this situation, many approaches to work-related adult learning have been developed for several groups, such as young workers,

older displaced workers, workers with disabilities, the long-term unemployed, that have experienced especially high levels of labour market exclusion in a number of countries.

The challenges of adult learning here are those of overcoming exclusion from formal employment. New approaches to work-related adult learning recognise the diversity in the circumstances and obstacles encountered by these groups.

Training in such cases is especially designed to take into account the array of labour market barriers that each group facies such as poor job growth, discrimination, poor access to fundamental education, rapid economic

Training in such cases is especially designed to take into account the array of labour market barriers that each group faces such as poor job growth, discrimination, poor access to fundamental education, rapid economic change and the compound labour market disadvantages that accompany poverty.

Adult basic education

The round table addressed the issue of basic education and its centrality as a means of ensuring mobility and higher incomes. Without basic education it is often difficult to take advantage of training opportunities. Besides it equips workers better to learn new technologies and skills.

Many countries - both in the developed and the developing world - are planning major national programmes for adults who have not completed lower secondary school and for those who have not had the opportunity of access to upper secondary or further education. In many Nordic countries like Norway, there is a growing recognition that adults need to be given the legal right to basic adult education at all educational levels, and that the state must have the duty to ensure that this education is available to all who want it - and make funding for this education available. Importance is also being given to focusing on the labour market and the needs of the social partners. Such a programme has been developed in Norway.

"Skill constraints are only one of the problems of the informal sector. Lack of institutional support and other extrinsic factors often render the new skills acquired through training unused"

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"While employers are under pressure from strong competition, workers are faced with increasing insecurity of employment. In this context, tripartite consultations between trade unions, business and public sector are necessary for an equitable social framework that provides for the security of workers and assists the state in its role of setting rules and standard. The right to education for all has to be guaranteed by the state"

In developing countries basic education through non-formal education is of more importance than the formal education system. The very existence of this heterogeneous sector provides flexibility and adaptability to national systems of education and training as a whole It is within the non-formal education sector that one finds the readiest responses to skill demands. However, non-formal education and training need to be put at the centre of policy papers of work-related adult learning.

The informal sector

A growing awareness was created during CONFINTEA that workers in the informal sector can only be empowered for the future world of work by ensuring them the opportunities for lifelong learning. Millions of workers, mainly in the less developed countries, working and living in the informal economy, have had no opportunities for initial formal education and training for generations.

However, there is a need to reflect more closely on the nature of the economies in developing countries and the nature of training activities in the informal sector. Training in the informal sector needs to be viewed in the context of diversity and the nature of activity within the informal sector. For example, the problems of the household and independent service sector are different from those faced by entrepreneurs in the small and micro enterprise sector. Most training strategies in the informal sector tend to target the micro enterprise sector. In the household and independent service sector where incomes tend to be low, training has to be used as a package along with education and other complementary inputs in the form of information and advice on technology, access to better tools and training in business skills. Extension workers visiting work sites to provide on-the-job training as part of a flexible task-oriented scheme, as well as evening classes, or the formation of groups or co-operatives in which basic education and training are provided, have been shown to foster successful business development. The situation of women construction

workers in India shows that the special problems of training women for this sector need to be recognised.

Role of trade unions

A profound impact of CONFINTEA was the rediscovery of an enlarged partnership in adult learning involving economic partners, NGOs, universities, trade unions and the state. During the round table this aspect was most highlighted with respect to the role of trade unions in technical and vocational education.

There is a growing awareness among trade unions of the importance of education and training in raising wages and improving conditions of work of all workers, both in the formal and the informal economies. Trade unions are increasingly recognizing the right to vocational training for adults, as well as the need for promoting a broad vision of basic competencies, eliminating discrimination of women, combining learning with work.

New discourses in adult vocational education and their implications for developing countries

New discourses in adult vocational education, reinforced especially by the discourses of globalisation and post-Fordism are generally debates of the more developed economies. However, it was at the round table that this problematic was taken up in connection with the developing countries. For example, an important impact of many debates was the intensive questioning of: how can approaches stressing self-directed learning and individual discovery be combined with team work for future economic success in less developed countries; How can new technologies be appropriated suitably for learning in poorer countries. How can cross-curricular changes be integrated into the subject context? How successful is the education for a work model for transmitting attitudes, skills and knowledge to become successful entrepreneurs in developing and less developed countries? Are "integrated" systems relevant to countries at all levels of development? All these issues raised at the round table are bound to have a tremendous impact, not only with regard to policy and practice initiatives in adult learning, but also with regard to future research in this field.

WORK-RELATED ADULT EDUCATION: CHALLENGES AND POSSIBILITIES IN POVERTY AREAS

Enrique Pieck examines work-related adult education strategies. He says that technical training alone is not enough for poverty areas.

"Adult vocational education cannot be developed as if poverty is not a predominant characteristic of the economies of today"

The majority of the populations in developing countries, particularly in rural areas, live under conditions of poverty.

Starting points

- Poverty is predominant in developing countries.
- A major emphasis of adult education programmes in poverty areas in developing countries is on literacy and basic education. However, very little support and encouragement has been given to work-related adult education programmes.
- Technical and vocational education has catered to the needs of the formal labour market, in which job-specific training has been the predomnant mode.
- Adult education programmes have had poor results in terms of improving living conditions of those living in poverty areas.

The Agenda for the Future of the Fifth International Conference on Adult Education (CONFINTEA) refers specifically to the tasks of work-related adult education in poverty areas:

Fostering the diversification of models of employment (**31a**)

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abilities and skills for entry into the labour market and occupational mobility. It also improves the ability of individuals to take part in diversified models of employment (**31b**).

Ensuring that work-related adult education policies address the needs of self-employed workers and workers in the informal economy and facilitate access for women and migrant workers to training in non-traditional jobs and sectors (**32b**).

Addressing the issues inherent in agriculture, natural resource management and food security (**33a**).

Including elements relating to agricultural extension services, citizens' rights, organisational building, natural resource management, food security and reproductive health education (**33b**).

Stimulating entrepreneurship through adult education (**33c**)

Promoting gender-sensitive approaches within extension services, by answering the needs of women in agriculture, industry and services, and enhancing their capacity to disseminate knowledge on all these fields and issues (**33d**).

At the three sub-regional meetings held within the framework of the Latin-American Follow-Up of the CONFINTEA, the workshop on adult education and work dealt specifically with:

- Curricular and pedagogic models needed to increase the impact of programmes on productivity in poverty areas;
- The relations between adult education and technical training institutions that would to increase the impact of adult education programmes on productivity in marginalised areas;
- Institutional and inter-institutional strategies that enable an integrated technical and vocational provision in these areas.

"It is urgent to have programmes that meet the economic needs of the poor and allow their integration into productive work"

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Work-Related Adult Education and Poverty

"There is a strong need to develop basic competencies that enable adults living in poor areas to integrate into productive life"

In developing countries the theme **work-related adult education cannot be separated from poverty**. Poor populations in these countries make up a majority, as is the case in many countries of Latin America, Africa, Asia and Eastern Europe.

Technical training in poverty sectors is a 'no man's land', which implies that technical training is not being addressed by adult education programmes. Nor is it the realm of technical training institutions which are basically oriented to the formal labour market.

Work-related adult education needs to be seen in terms of two basic dimensions, each providing its particular challenge:

- social inequality and exclusion;
- globalisation and economic development

Taking into account both dimensions, the task of technical and vocational education in poverty areas should be (a) to adapt and respond to the needs of poor people in marginalised contexts by offering relevant and quality education; (b) to provide access to new competencies and technological literacy, and thus preventing any further processes of social exclusion.

In designing effective programmes of adult education for poverty areas there is a need for complementing and combining two apparently opposed perspectives, one relating to the education of the poor and the other relating to an education for economic development. Whereas the former perspective is traditionally geared towards survival and assistance, the latter is focused on work. Only a combination of strategies supporting both perspectives and methodologies can be effective in poverty areas.

In poverty areas, particularly in the rural sector, the concepts of 'work' and 'employability' have a specific meaning. Work, especially in the informal

economies, is closely linked to people's everyday life, their economic and productive activities and their daily survival strategies.

Within the framework of globalisation and technological development, **work takes on a broader connotation than "regular job" or "occupation" in the traditional sense.** In the context of poverty, this means the acquisition of new competencies to face the diversity of work in everyday life. Lifelong education refers to knowledge and abilities needed for productive work, for eliminating social exclusion, for the betterment of living conditions, and for enabling access to mainstream codes.

Educational training needs to provide people with abilities that are not solely oriented to the formal economy. It is important that technical education takes into account the nature and possibilities of work in poverty regions. In view of the constraints that developing countries nowadays face in integrating the growing number of young adults into the labour market, it is imperative for technical and vocational education to develop a strategy in poverty areas that supports and strengthens people's everyday economic endeavours, and is based on the idea of local development. Supporting these small economic enterprises will certainly not solve the problem of unemployment, but it can give people the means to practice their citizenship by generating spaces for their economic and social participation.

Technical training alone, as a strategy of work-related adult education, is not enough. It does not create jobs, nor does it guarantee better living conditions or generate productive activities. It is of little use to provide poor quality technical education that is unable to meet the training requirements of people in low status trades. A technical and vocational education cut-off from human development is at best an educational offer that merely provides social assistance and social retention. Therefore, programmes of technical education for people in poor areas need to have a strategy with a clear focus.

"Changes in the world of work, the development of new technologies and production models, make it necessary to develop new abilities and attitudes that enable the participation of poor people in new labour markets"

"There is a strong need to develop basic competencies that enable adults living in poor areas to integrate into productive life"

To be effective, technical education must provide **on-the-work-training** because only such a strategy is oriented to specific needs that emerge from peoples' own small economic projects and values peoples' knowledge and abilities, their own way of doing things and their common sense notions.

In addition, technical and vocational education programmes must enable people in poverty areas to undertake economic and productive activities that are based on an **integrated approach** (marketing, production, organisation, accountability, legal procedures, etc.). This strategy would increase the possibilities of small entrepreneurs to develop small economic activities merely as subsistence activities. Unfortuna- tely, this basic premise has been absent in the development of technical and vocational education programmes in poverty areas.

Technical education must be supported by **inter-institutional work** among the programmes. For example technical education must be linked with other institutions such as financing and/or marketing. In this way technical education programmes would not only disseminate knowledge and abilities, but also promote the integration of people into productive work by encouraging people to set up small economic projects. Institutional co-ordination increases the possibilities of technical education, by complementing its functions with activities within the fields of health, housing, basic education, skills development, etc.

With regard to **indigenous groups**, work-related adult education programmes must respect peoples' own organisations, and their own notions and practices of work. Indigenous people must be empowered to participate in the design of their curricula, and link this with their own local economic activities. Adult education should acknowledge peoples' own literacy and notions of work which are crucial for their economic survival. Equally important is the certification of competencies that are required and utilised in informal sector work.

The quality and relevance of non-formal education. In many

developing countries non-formal education programmes comprise courses which are geared to women living in rural areas. Although these training courses aim to combine adult education with technical education, the amount and quality of the technical education component is at best extremely low and of marginal use to the people.

What rural people lack is a support system that would enable them to make a decisive improvement in their living conditions. In order to improve the quality and relevance of non-formal adult education programmes they need to be supported by inter-institutional links, pedagogical inputs, proper curriculum design, and better infrastructure. This would help to improve women's learning profile, enable the continuity of programmes, help in building bridges between formal technical training institutions and non formal education and training and help to develop productive activities with financial, counselling and organisational supports. Inter-institutional links would help to redefine the potential these programmes have for enabling the social, economic and political integration of rural women. The links to programmes relating to health, education and political institutions, could broaden the scope of these institutions by making them economically relevant for people living in poverty areas.

Work-related adult education in poverty areas must be diversified to include a wide variety of options in order to meet the expectations of different groups in the population. Technical education provision in poverty areas must necessarily consider the diversity among populations, their environments and expectations. Differences in gender, ethnicity, age, schooling, rural and urban environments, should determine the orientation and objectives of the programmes. There cannot be a single technical education system catering to the needs of just some groups or to one sector. Curricular and pedagogical models need to be planned carefully to take into account the learning goals and orientations of all groups involved in the programmes.

"A work-related adult education in an indigenous environment must take into account people's own learning processes, own methods of transmission of knowledge, which operate within different logic than within normal formal education systems"

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That technical education must be diversified also implies that it should include a wide range of courses that are short-term and non-formal, cater to the specific needs of populations, provide technical advisory services linked to productive projects, as well as include courses that allow people to continue their training within higher technical education levels, etc. It is important to have a variety of options in different learning sites. It is also necessary that people have the opportunity of multiple entry into the diverse courses within the technical and vocational education system. This would open many more options to people from poverty areas.

The POCET (Proyecto de Educación para el Trabajo - Education for Work Project) is an original experience launched together by the Ministry of Education and the National Institute of Professional Training (Instituto Nacional de Formación Profesional - INFOP), Honduras.

The POCET puts emphasis on the need to link work-related formal and nonformal education. The premise is that formal education only addresses a small proportion of the educational problem, therefore the need to complement efforts.

It is quite an experience carried out by governmental institutions within the field of popular education. The project attempts to contribute to the betterment of nonformal education practices in rural areas. It has given way to the National System of Education for Work.

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THE FUTURE OF WORK AND ADULT LEARNING: THE NORWEGIAN CASE

Ole Briseid analyses the competence reform in Norway

"Norway has a long tradition of adult learning. A lot of training is also going on in working life. But it has not been systematic and comprehensive enough in view of the challenges ahead. The ambition now is to provide a system of lifelong learning which includes the whole workforce and preferably all adults in the country"

The context

During the 90's Norway has implemented and carried out some fundamental reforms in its education system. The reforms have affected both compulsory education, upper secondary educa tion and higher education. The main motivation for the reforms was that Norwegian education was not properly adapted to future challenges in the labour market and in society at large.

In compulsory education (up to 1997, consisting of 9 years, from the age of 7), the number of compulsory years was expanded from 9 to 10, leaving 13 years to a finished upper secondary education. In addition, all the curricula have been changed and new working methods emphasized.

MAIN BEAM - YEAR 2050

-Structural change
-Internationalization
-Ethical challenges
-Information society
-New work organization
-The skills gap

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-Cultural heritage
-Ethical values
-Basic knowledge

LOW BEAM YEAR 2000-2010

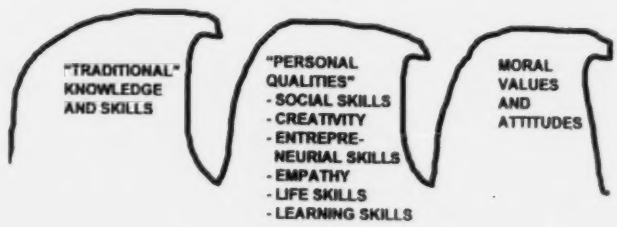
-Qualified for work
-Qualified for higher education
-Qualified for continuous learning

In upper secondary education a statutory right of access has been given to all young people. The ambition is that all young people in the country should have a 13 years' education. The structure in upper secondary education has been more or less completely changed, providing a much broader and basic knowledge platform, particularly within vocational education.

General education and vocational education has been much more integrated. The connections between education and working life have been strengthened. All curricula have been changed and new pedagogical methods were introduced, to provide a better basis for lifelong learning.
In higher education there has been an amalgamation of institutions, from more than one hundred to between 30 and 40. At the same time there has been a huge growth in the number of students and a "Network Norway" has been created between the different colleges and universities to provide for mutual recognition, share of responsibilities and greater flexibility. The routes from vocational training in upper secondary education into higher education have been greatly improved.
Coming up now is a far-reaching reform for adults called The Competence Reform. One of the aims is to look more closely at the connections between initial training and further training in a lifelong learning perspective.

The principles of this reform have been adopted by Parliament. It is now in the implementation phase, in close cooperation with the social partners and other interest groups.

CONCEPT OF KNOWLEDGE



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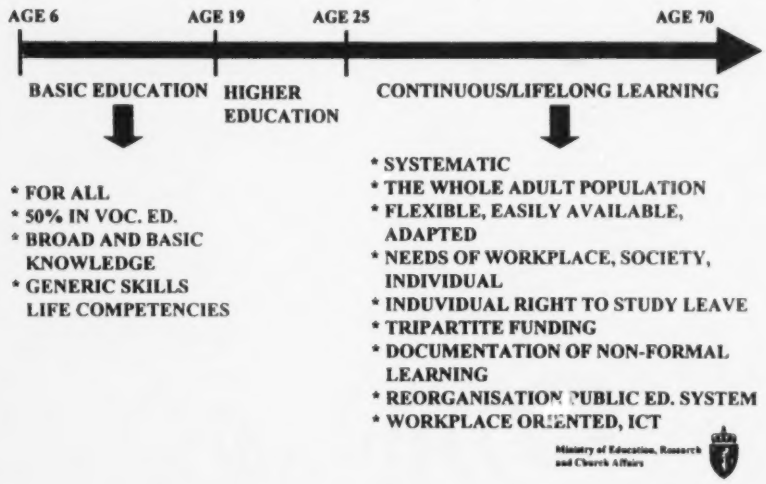
Philosophy behind the reforms ?

There are particularly two aspects which have been underlined in the planning of the reforms:

BASIC EDUCATION AND CONTINUOUS LEARNING



First, it is important to have a long-term view and try to interpret the societal trends that we see ahead. Young people are on their way into a future characterized by rapid structural change, increasing internationalization, new work organization, greater ethical challenges related to e.g. environmental and Third World issues, quick technological changes and a continuous demand of being updated. The education system must relate to these realities when changes are designed.

Secondly, much thought and concern has been given to the so-called "skills gap." Also in Norway, like in most countries, the population is ageing. The supply of newly educated and updated young people to the workforce will not be sufficient. Adding to this, the increasing pace of technological and other changes, it becomes apparent that the gap between the demand and supply of competence will be a serious problem unless much more emphasis is put on updating those already in the workforce through systematic lifelong learning.

In view of these and other trends, the following points have been at

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the core of the Norwegian reforms:

- All children and young people should have a long and basic initial education for at least 13 years. This raining should be designed in such a way that it provides a rock basis for a lifelong learning process.

- Access to higher education should be expanded and made more flexible to allow for "untraditional" groups to be admitted to higher education, giving more credit to vocational skills and to work experience and competence gained outside the official education system.

- Initial education should be broad and basic with as little specialization as possible. Specialization should to a much greater extent be left to a systematic lifelong learning process as it is more and more difficult for the initial training system to provide the necessary specializations due to the increasing pace of change.

- A wide concept of knowledge should be encouraged in all curricula and in all education and training. Up to now traditional knowledge and skills have been strongly emphasized, be it in general or in vocational subjects. In the competence society that we see ahead, lack of traditional knowledge will not be the main problem but moral wisdom and ability to select information and knowledge and to use it in an ethically right way.

- New working methods must be encouraged and mandated stimulating project work, group work, use of ICT and the ability to apply knowledge and skills in relevant and real contexts. The students must learn to take more individual responsibility for their own learning, and the teachers must motivate and advise more than "convey" knowledge in the old way.

"The young people that we educate today will be on the labour market up to about 2050. What do we have to give them today that will provide the necessary basis for their career on the labour market, but also as constructive participating citizens in a democratic society?"

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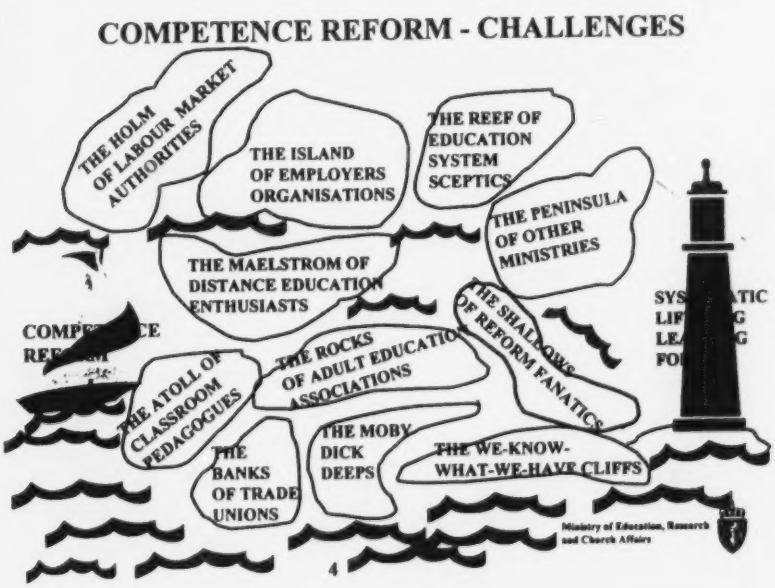
The competence reform

This reform, which is now being implemented, was adopted by Parliament on the basis of proposals from a commission where different segments and interest groups in Norwegian society were represented. The main principles of the reform are the following:


COMPETENCE REFORM - CHALLENGES
THE HOLM OF LABOUR MARKET AUTHORITIES
THE ISLAND OF EMPLOYERS ORGANISATIONS
THE REEF OF EDUCATION SYSTEM SCEPTICS
THE PENINSULA OF OTHER MINISTRIES
THE MAELSTROM OF DISTANCE EDUCATION ENTHUSIASTS
THE SHALLOWS OF REFORM FANATICS
THE ROCKS OF ADULT EDUCATION ASSOCIATIONS
THE ATOLL OF CLASSROOM PEDAGOGUES
THE BANKS OF TRADE UNIONS
THE MOBY DICK DEEPS
THE WE-KNOW-WHAT-WE-HAVE CLIFFS
Ministry of Education, Research and Church Affairs

✓ A system of lifelong learning will be established, aimed at keeping the Norwegian labour force and the Norwegian population in general up-to-date with the competence requirements. The reform shall cater for the needs of the workplace, the society and the individual

✓ The whole adult population will be the target group, not only those in the labour force at a given time.

✓ A statutory right to educational leave will be introduced for everyone in the workforce. The length of study time and its contents will be left to the social partners to decide.

✓ Adults that have not had the possibility to take or complete upper secondary education, but wish to do so, will be given this opportunity and thus get the general basis for lifelong training which is lacking.

✓ There will be a tripartite funding of the reform, by employers, employees and the public authorities.

✓ The public education system will have to take great responsibility on the supply side. This will entail a reorganization of the system, a review of the rules and regulations presently governing the education system,

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in-service training of the teachers and education leaders to make them able to take on this new task, and provision of links between the public education system and other suppliers of adult education for a comprehensive strategy.

✓ The supply must ensure education and training which is well adapted to the individual adult and to the workplace, both as far as contents, methodology and time and place of delivery is concerned.

✓ A system of documentation and recognition of non-formal learning acquired in the workplace or in other areas, will be introduced in close liaison with the social partners. This documentation will be used in the admission process to different parts of the education system and to enhance the mobility within the labour force. The aim is to create one single system which may be used both within working life and in relation to the public education system.

✓ Use of ICT and distance education will be further stimulated and exploited to provide maximum flexibility on the supply side.

The competence reform has created great interest and considerable enthusiasm in the country. The main issue in the collective bargaining between the social partners was the funding of the competence reform. It is expected to be an important issue also next spring.

For such a reform to succeed, it is crucial to have the different interest groups strongly and actively involved, both in planning and implementation. Close cooperation between the different ministries in the government is also vital. This reform is definitely not only a responsibility of the education ministry, but a shared challenge for most of them. This is why a forum has been set up, headed by the education minister, comprising different other ministries on a political level and high-ranking representatives from the different organizations that are shareholders in the reform.

All the different reforms in the nineties have had one main

"In view of future challenges new types of 'knowledge' become increasingly important. Social skills, creativity, entrepreneurial skills, empathy and learning to learn are more and more in demand. And we also see an increasing interest and concern in relation to ethical and moral education"

objective, namely to provide a comprehensive and systematic education system from "cradle to grave", where initial training and adult education and training are designed holistically in a life-long learning scheme to meet future competence needs in a broad sense. We have not reached our goal, by far. But we are in the process. And we now look forward to a review by OECD during the next year which will focus on how lifelong learning is integrated into the Norwegian education system and our society.

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THE NEW ROLE OF ADULT EDUCATION INSTITUTIONS : FROM SCHOOLS TO LEARNING AGENCIES

According to Peter Krug educational institutions must become open learning centres and play the role of facilitators. There should be an enlarged cooperation between schools, universities and continuing education

Adult learning is an investment in human resources. It is a key to to future societies, not only because of economic but also because of social and civic reasons. Adult learning contri- ibutes to the ability of societies to meet future challenges in preserving their economic, working and living standards.

Adult learning is a shared res- ponsibility. Participating groups must guarantee adequate structures to cope with the social and political changes. This implies the right of adult learning, including the guarantee of access through flexible timing as well as a good quality of adult learning.

In view of the economic, technological, social and politi- cal changes, there is a need to change and modernise the structures, processes and con- tents of adult learning. Greater emphasis needs to be placed on key qualifications and general competencies, in addition to vocational knowledge and skills. Equally important are personal and social competencies. In addition to cognitive competencies there is a need for acqui- ring "learning to learn competencies. The educational system must guarantee sufficient flexibility in the organisation of the curriculum. In view of the increase in occupational and geographical mobility, it is also necessary to promote the

"Adult learning cannot be left to the private market, and because of this it must also be financed by taxes and other public contributions"

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acquisition of foreign language skills and improve provision. We need to introduce elements of modularization in adult learning. The system must be so structured to allow transparency, diversity and flexibility. Organisational structures and time-tables must become more flexible and professionalism in adult learning has to be improved.

Within the context of changes in the processes of work and rapid changes in the sphere of knowledge, there is need for improved cooperation between educational and training institutes. Modes of alternating learning and work need to be developed – in agreements with social partners as well as through improved co-operation between learning sites.

"If educational institutions have to take on a new role in the process of lifelong learning they will have to change from being mere schools in the traditional sense, to becoming learning agencies, promoting common responsibility, and avoiding inequality and deprivation"

Elements of self-directed learning, including innovative learning arrangements, more self-responsibility, cross-curricular competencies, a multimedia approach, must be integrated into the lifelong learning process, as well as into daily life learning and learning during work.

Educational institutions must become open learning centres offering a good quality of management and promoting client orientation, and providing coaching and counselling services. They should be empowering agencies by playing the role of facilitators. In this regard, there should be an enlarged cooperation between schools, universities and adult learning institutions. The identification of problems and possible solutions need to be worked out by encouraging an organised dialogue with all participants involved.

The recognition of adult learning in public opinion has to be improved. Adequate structures for adult participation have to be built up. These changes must go hand-in-hand with measures of quality. The attractiveness of adult learning must be improved through private financial support. Multimedia supported self-directed learning processes will be of great importance in the

future. New forms of connections between presence and distance learning as well as the alternation of work and learning must be managed by further education in a more flexible way.

New role of adult education institutions: from schools to learning agencies

Fascination for self-directed learning

- Innovative learning arrangements
- self-responsibility
- localisation
- cross-cultural competencies
- deregulation
- multi-media approach
- resource optimisation

Positions towards self-directed learning

- daily life learning
- learning during work
- constructivism
- lifelong learning
- common responsibility

Perspectives– empowerment by facilitation

- integration with social competencies overcoming inequality and deprivation, learning agencies, networks, open learning centres
- quality management
- client management
- alternation between working and learning

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Development of adult education/learning		
1970-1990	**1990-2000**	**2000 onwards**
Educational institutionalisation	Decentralisation	Integration/open systems/networks
Curricula/didactic	Open/ distance learning	Dual mode of learning
Teaching	Auto-didactic, self-directed learning	Facilitating (coaching, counselling)
Further education (Vocational education)	Learning in the work place and in daily life	Pluralistion of learning and teaching
Knowledge	Competence	Empowerment

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Empowerment from an integrative perspective

Opening of institutions

- Learning organisations
- Counselling and coaching
- Internal learning, target group projects
- Open learning centres

Dual mode learning

- Self-directed learning within frameworks and reference filters
- Alternation between work, leisure time and learning time
- New learning culture
- Methodological and social competencies

New learning arrangement

- Constructivism
- Tele-learning, on-line learning
- Learning environment (edu-tainment)
- Learning dialogues, learning circles, learning participation
- Client participation

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TRADE UNIONS AND ADULT VOCATIONAL LEARNING FOR THE INFORMAL SECTOR

Christine Nathan examines the situation of women construction workers in India and suggests what trade unions can do for them in the field of adult education

"Investment in education, training and development of human resources has become more crucial than ever before. Education today must see clearly the dual objectives: education for living and education for making a living"

Society today is undergoing a transformation of unprecedented magnitude and speed, affecting all spheres of economic and social life. Knowledge, skills and competencies of all men and women have become the cornerstone of personal growth and employability, enterprises' competitiveness, and society's economic and social sustainability. In a competitive environment the comparative advantages of every individual, enterprise and country will increasingly depend on the asset of intelligent workers, based on knowledge, practical skills, innovation and technology. Investment in education, training and development of human resources has become more crucial than ever before. Education today must see clearly the dual objectives: education for living and education for making a living.

Vocational training is a lifelong process which begins with basic education and does not end until the worker retires at the end of his/her working life.

Trade unions are instruments for protecting and promoting the interest of workers. One of its most important functions is to bargain with employers in order to raise wages and to improve conditions of work. But the leaders of trade unions usually recognise that the power to get more wages is limited by several factors. The main point is the relationship between productivity and skill: The higher we raise the productivity, the higher we can raise the wage. In other words as trade unionists

we should be just as interested in vocational training as in wages.

What is urgently needed is mass education and awareness raising programmes involving a large number of workers. The education programme should convince workers to organise themselves, create awareness, develop leadership qualities, and above all help build a strong physical and moral force to enable these workers to throw off their yoke of oppression and exploitation.

The planning of vocational training should include general education. The two activities must be fully co-ordinated. A good education from this point of view is one which results in broad rather than narrow skills. In the context of the ever emerging new skills, traditional training is of little help, and workers are finding it increasing ly difficult to depend upon one set of skills to provide a lifetime of employment. That is why vocational training should now be seen as a continuous process which needs to be adopted at every phase of retirement.

Vocational training should provide for training and retraining. It can take 2 forms: (1) the changing to a different set of skills and (2) the upgrading and improvement of existing skills. The planning of vocational training has to allow for such processes of readjustment. However, we need to ask what is the connection between employment and skill and between skill and income? What is the importance of vocational training in the informal sector? How does technological change affect the need for training, retraining and further training?.

"The success of vocational training largely depends upon a broad foundation of basic education. It is possible of course to become a skilled worker without being able to read or write but limitations of such skilled workers are painfully obvious"

The construction industry in India: Working and living conditions and skills

"Education and training are among the most important investments to be made for the future. Society has a duty to do as much as possible to lighten the burden of the individual"

In a developing country as India construction activities are spread in every corner of the country. Next to agriculture, the construction industry employs the largest number of workers, both in cities and rural areas. This includes a large number of workers employed in construction, its allied industries like brick kilns, stone quarrying, tile-making, sand dredging, railway construction, construction of public works and erecting heavy electric stations.

There are an estimated 22 million workers in the construction industry, of which 35% are women workers. The forest and wood sector is yet another major source of employment for about 30 million living in the forest and rural areas. Thus the two sectors i.e. construction, forest and wood together employ probably the largest workforce in India. However, it is unfortunate that although workers employed in these two industries are the front ranking Nation Builders, their own lives and conditions of work are miserable and shameful. By and large these workers are employed on a casual basis through contractors, sub-contractors and petty contractors. They are paid low wages and due to large scale unemployment, it is difficult for them to get jobs and sustain them throughout the year.

As a result, the construction workers are totally unorganised except in about 20-30 districts all over the country. These workers do not have any security of service and in the absence of the power to strike, they cannot even bargain for a minimum living wage and standard of life. In addition, for centuries, the landlord and construction companies have suppressed them, and in several cases they continue to be bonded labour.

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✓ **It is common among smaller construction firms to employ a family unit, headed by the husband.** In these cases the work done by women is simply not reflected in the wage register, as wage payments are made directly to male employees. Secondly, there is a tendency for unscrupulous employers to disguise wage payments to women workers to escape additional statutory responsibilities and costs under various labour laws.

✓ **A major area of concern is the barrier to career progress and the acquisition of skills.** Opportunities for practical training in the building trades are a jealously guarded preserve of male employees. Yet many of these women are more committed to the industry than their male counterparts. They want to build, and build well. In the words of one of them whose ambition is to learn plastering:

> *I would be able to do better work, easier work and earn more money. I could teach other women and we women would come up with better skills, practical knowledge and of course long-term employment. Why be assistants to men always?*

The skilled male workers, who refuse to transfer skills, are motivated by a wish to protect their own and their families' livelihoods rather than simple unkindness, thus dispelling ignorance and promoting a compassionate concern for a group who is seeking a better life by building for others.

✓ **The building site is not just their place of work. It is also their home.** A shed on a building site can be an undesirable residence in a city where it is not even possible to sleep on the pavement without paying an unofficial "rental". For many of them, their work and their room on the building site represent a chance to escape from the trap of rural poverty. They are prepared to undergo current hardships in the hope of achieving a better life for their families and better prospects for their children.

"Many of the workers are prepared to accept substandard wages amd working conditions just for the opportunity to have some kind of roof over their heads"

✓ The building industry is one of the major employers of women workers in India. **Reliable data on the strength of women workers in this industry is not available for four main reasons:**

Firstly, payment is most often made on the basis of measuring work done by the family as a unit.

Secondly, employment figures released by the designated authorities are based on reports furnished by contractors, and only a handful of large contractors file employment reports. Medium and small size contractors and sub-contractors are not required to, or do not, submit any reports.

Thirdly, in the building industry, work is casual, employment is temporary and labour is migratory. Employment data is difficult to compile and report.

Finally, unscrupulous contractors may engage women workers but do not show them on pay rolls, to escape additional statutory responsibilities and costs under various labour laws.

"Only the male head of the family receives the payment and gets recorded in account books and reported in statistics"

✓ **Most women building workers are carriers of head loads and helpers to male workers** at building sites. They are paid lower wages than male workers, doing similar work. The unskilled male workers are able to designate themselves as skilled persons within a short span of two years, and also command a higher price in the labour market. Such a progression is usually not possible for women workers. Women masons, brick-layers, plumbers, electricians, bar benders and carpenters just do not exist. The patriarchal relations at work has denied women access to training, isolated them from high pay occupations and created wage discriminations. Given below are several quotes from a meeting at the construction worksheet:

I would like to learn tile work or plastering but there is no one who is prepared to teach it to me. I have to learn from men. The contractors will not let a tile-fitter teach me and waste his time. The

Mucadam (Supervisor) gets angry if I try to learn any skill. There are more skilled persons today than unskilled workers. If women begin to learn skills, these contractors will never get unskilled workers. Even if I do learn some skills, I will have to face the competition from men. It is unlikely that they will allow me to get good work. Therefore, it is better to continue as an unskilled worker. I was eager to learn more but no one taught me. The skilled workers did not allow me to even lay a single tile or handle tools. They rebuke me and say that if women start doing skilled jobs, men would have to be helpers. They are very firm and do not allow women to learn any skill. I tried this on two occasions and won't try it anymore. I could get kicked out of my job and no one will give me work again..

✓ **Building trades are an exclusive male preserve.** Women are kept out of it. Trade skills, such as those in carpentry and masonry, are traditionally passed on from father to son or between male members of a kinship group. Skill transfers to women is something that men do not think about. Male building workers who continue doing unskilled work are those who lack access to such a network, or are not part of any kinship group. This also strengthens the inaccessibility of skills to their female members.

> *Learning building skills will only lead to problems at home and enmity at workplace. My husband is unskilled. He will think I have become big and superior.*

Despite the fact that many legislation have been made applicable to the construction and forest sector, the working conditions of workers in this industry is highly deplorable and the women construction workers are the worst sufferers as their employment is regarded as secondary to male workers. Since women do not have any construction skills, they are mostly employed as unskilled and casual labour. Women are considered incapable of understanding new technologies and hence construction remains a male dominated profession even though it is made up by 30% women.

"The concepts of training and lifelong learning include acquisition of knowledge and skills gained in formal education as well as learning that occurs in informal ways and traditional knowledge, that prepares workers to play an active role in the labour market, and in economic and social development"

How do the building workers perceive their situation? What do they feel about the discrimination practised against them? Which restraining forces marginalise workers in development? What are the driving forces that enable women building workers to perform their multiple roles, face discrimination and cope with their trying living and working conditions? How can women be encouraged to take up training? How can they be reintegrated into the labour market? How can women be given the confidence to take up jobs in responsible positions or certain male dominated jobs? How can change be anticipated through training in the event of industrial restructuring? What support measures should be put in place? These issues deal with crucial issues of basic discrimination in the work place, whether it is hiring or promotion, and of understanding that women have always been undervalued in whatever they do, be it at home or in the job market. The world of work is changing dramatically. It is imperative that education, technical training and lifelong learning are considered as integral parts of a continuum.

Target groups in trade union activity

WOMEN

While it is correct to regard women workers as a normal part of the workforce, special attention must be paid to the elimination of discrimination to which the vast majority of women are subjected to. Only some trade unions in the past have been part of the struggle for equal treatment of women, or have demanded their equality in schools. However, not all trade unions adopted this policy and some still do not accept that women can and should make an equal contribution to the economy. However, today the situation has changed, as an increasing number of jobs in engineering, transport, construction and even coal mining are being held by women..

Yet, very few women are on the staff of vocational training centres. Women's representation in trades such as secretarial work, dressmaking etc. is higher than it is in other trades. Very few training centres with traditional trades have women instructors or principals. Unless trade unions take up this struggle, work, education and vocational training will continue to be instruments for the promotion of social injustice.

RURAL WORKERS

Training facilities for rural workers are far worse than those for urban workers and yet trade union work, in most countries, tends to be concentrated in cities than in rural areas. There is therefore the urgent need to improve the situation of rural people through vocational training, especially as rural workers, - in addition to the natural hazards associated with bad weather, uncertain harvests, poor social facilities - tend to be the victims of various kinds of oppression.

"If trade unions want to ensure equality of genders then a series of efforts are necessary to educate public opinion, including their own members, change the law, and persuade employers that vacancies should be filled on the basis of merit"

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"In a democratic set-up pressure groups need to play an important role. Just as industrialists have their lobby, workers also need to think in terms of building up pressure groups of trade unionists"

THE DISABLED WORKER

Industry needs to include another group of workers who is a victim of industrial accidents. Trade unions have to adopt a wide range of measures aimed at helping disabled persons to secure and retain suitable employment and thereby further their integration or reintegration into society.

CHILD LABOUR

Another group of workers towards which trade unions have a very special obligation is child labour. It is in the humanitarian tradition of the trade union movement to insist that the ill-treatment of one worker is a challenge to all workers. Working children are citizens of today and trade unions members of tomorrow. However, the question for trade unions is: Should child labour be prohibited, or should children receive training in order to work?

Trade unions and vocational training of women workers

☞ ***Learning by doing and income generating projects for women***

This method has been used in the rural areas as theoretical teaching is of limited value in the absence of practical experience. It has been an essential element in initiating an income-generating project on bee-keeping for women workers in West Bengal. As the honey produced by the Indian bees was insufficient and the income was lower than the desired level, women started exploring ways and means to overcome this problem. After holding meetings with different agencies and projects they were informed that the Italian bee known as the Malifera bee triples production of honey. It was tried and tested and the project was successful. The method of learning by doing is more interesting for the worker, and it encourages initiative and imagination.

As the Indian government has few resources to undertake a large-scale training programme for local artisans, there is a need to take a bold and drastic step in this direction.

☞ ***Safety and health for women construction workers***

Construction workers report a variety of health problems and ascribe them to their work. The women suffer from menstrual disorders, prolapsed uterus and backaches. Miscarriages are frequent. Lifting weights is the primary cause of these problems. Almost all workers complain of muscular pain in their limbs. A few show wounds on their lower legs and hands caused by handling bricks and gravel. Hard work, long working hours and poor health make them feel so tired that they take days off work to rest. Safety equipment such as hard hats, safety boots, gloves, goggles and other prescribed safety gear are reportedly not provided. Many even lack awareness of the value of safety equipment, and remark that such gear could interfere with their movements. When anyone of the women suffer injury or cut, they just put something on it and keep working. First-aid boxes are rarely seen on building sites.

Many things are best learned by experience, but safety is not one of them. Safety needs to be seen as an integral part of every lesson. For every work activity - whether it be cutting a sheetmetal, climbing a ladder - there is only one acceptable procedure - the safe one. Training should ensure that before workers start a job – whether it be starting a machine or using inflammable liquids – it is safe.

☞ ***New technology for women***

It is generally true, at least in most developing countries, that higher technology tends to marginalise the economic role of women and reduce their social status. Higher technology requires new and sophisticated skills which women rarely possess. While training and retraining offers are first taken by men, it is only the residual employment, if any, that goes to women.

"The building workers interviewed opined that if they were provided safety equipment, instructed in their own language on how to use it, and allowed time to get used to it, then they would use it, and many injuries could be avoided"

The building trade is a field which is becoming increasingly sophisticated with regard to the use of technology. In cities, high-rise buildings, complex designs based on communication technology, air conditioning and the use of new building materials, as well as mechanised construction, are becoming a common feature. Where do women fit in this emerging scenario? As most women are unskilled workers, the introduction of new technologies is more likely to make them redundant and push them back to destitution and dependency. Therefore, access to a higher order of technology is essential for the economic betterment and social uplifting of building workers. In the context of the building industry, this implies:

- the use of a greater variety of building materials;
- the use of tools and machines;
- labour-saving and safe methods of work.

Workers are usually aware of the changing scenario at their sites and those nearby. They see the coming of new technology and wish to be a part of it. Many express the desire to learn trades such as tile fitting, plastering and painting. They would also like to learn building trades which are not as physically exacting as carrying head loads, and those that do not cause them physical injury. Many also express the need for functional literacy and numerical ability to enter new trades.

New skills, new technologies and new organisations are necessary to increase the productivity of the industry as a whole. But the development of the industry based on new technologies should be gender neutral.

Development is a continuous and cumulative process. It necessitates setting up institutions that impart new skills. It requires new organisations that value those skills, and the willingness to put effort into learning them. Development is a process that implies changes in the very structure of society. Many organisations have a role to play in the development of women workers in the building industry.

"Development involves changes in the methods of production and conditions under which it takes place. For trade unions this means: changing value systems, attitudes and social structures

Training women construction workers

In most countries today, training in industrial training institutes is given to the young educated new entrants on the basis of the requirements of the industry. The industrial Training institutes in the city of Bombay, for example, with 2000 seats in various trades, receive applications from nearly 100,000 young people. While those with influence and perhaps good marks are lucky to get selected, the others have to suffer disappointment. Most villages are devoid of any training institutes. As a result, artisans living in villages have to rely on the traditional apprenticeship training or learn the trade from their fathers.

Women construction workers rarely utilise training places in industrial training institutes. This is attributed to a variety of constraints:

- ✗ the burden of domestic and child care responsibilities,
- ✗ prevailing social values and stereotyping of certain occupations,
- ✗ fewer training facilities for women,
- ✗ lack of awareness among planners, employers and women themselves about alternative opportunities and different training options available to them.

Training must take into account the following:

- ☛ Policy planners need to be sensitised to the gender dimension of building work and skills training.
- ☛ Training organisations need to be geared to meet the needs of women trainees before women bulding workers can make the best use of skills training. They need entrepre- neurial skills and an awareness of the rights of women as workers.
- ☛ Infrastructure support for training activities for women workers need to include child care facilities,

"Technical upgrading of the building process introduction of cost effective building programmes, improved working conditions, a decent living environment and payment of wages at the going market rates – all this without any gender discrimination"

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flexibility in choice of training inputs, financial incentives and perhaps even a place to stay for the duration of the programme, or the option that training be provided on-site.

- ☞ The provision of training should entail placement or marketing services.
- ☞ The certification of skills for building trades would go a long way towards improving the access of women workers to the labour market.
- ☞ Improving the conditions and performance of workers in this industry is not a matter of social jusitce alone; it is a question of how to enable them to make a more worth- while and effective contribu- tion to the performance of the industry.
- ☞ Special services should be provided for workers in the informal sector through:
  - outreach;
  - job development and job placement services;
  - personal counselling;
  - assessment and testing;
  - occupational safety and health;
  - career counselling and planning;
  - support services, such as child care;
  - pre-employment preparation;
  - books and materials, loans, tuition and assistance;
  - referals to relevant social services.

"Women workers need to be regarded as equal partners in the process of building construction"

Women workers need to be regarded as equal partners in the building process. They are willing to learn, perform better, earn more and be a part of the industrial ethos in their own right. This should be seen as an opportunity for the building industry and its associations, government and training institutes, trade unions and non-government organisations to play their roles and introduce practical programmes to lead the workforce on the path of modernisation and economic betterment.

Reforming the education system as a whole and improving competencies

Emphasising investment in human resources is vital for an effective employment policy. But priority must be given to the development of the entire system of education and training.

- It is necessary to increase the proportion of young people in higher education.
- All young people must be guaranteed the right to vocational training and lifelong learning.
- Recurrent education and training must be recognised as a basic right. In order to counteract the present situation of high unemployment in India, the number of places in recurrent training programs of different kinds should be increased proportionately.

Education and training is expected to contribute to the strengthening of democratic social structures. A society which emphasises education and training for all is in fact laying the social foundation for active citizenship, social stability, and thereby preventing social exclusion.

This view of education is, however, not shared by employers. For them, education is primarily an investment for increasing productivity. While employers emphasise competencies, they treat the issue of equal opportunities as being less important and as a last resort issue for the disadvantaged. Their proposals focus primarily on supporting the already privileged.

We cannot pursue a successful policy for improving competencies without having programmes at the national level. Partners in the labour market must exercise their responsibility by actively engaging themselves in the problem, and by

"Education and training is not only a social investment to make people more productive. The purpose of education and training is also to support the personal and cultural development of each individual, and to increase his opportunities, as well as further his participation in society"

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starting to co-operate. The state's main responsibility is to secure basic education. At the same time, it should be in the interest of the state to improve the competencies of it's citizens. Therefore a strong commitment on the part of the state is required. It is important that the state and social partners co-operate in securing lifelong learning in an expedient manner. Tripartite co-operation at all levels is necessary. It is also important to include the aspect of equal opportunities between men and women in all forms of education.

"Education and training - rather than cash allowances - should be provided to the unemployed. In the case of the long-term unemployed, it is necessary to offer rehabilitative measures before offering education or training"

Initial education for young people

Initial education - both theoretical and practical - should be designed to make young people develop both personally and intellectually. The goal should be to create active citizens, who are capable of participating in the social life of the community. It is only when an individual's capacity for co-operation, communication, creativity, initiative and flexibility has been strengthened that he is also prepared for working life.

All young people should have the right to several years of broad-based education. This education, should at the same time lay the necessary foundation for further education and training, and be available also for older people in need of a new and broadened knowledge.

Resources are needed to enable enterprise and employees to make use of university courses as a recurrent form of education, and to meet the needs of the labour market. It is also important to create a lively interaction between vocational training and university education.

People who are unemployed should have access to an education and training that increases their competencies. It should be designed according to individual needs, and result in better possibilities for entry into the labour market through improved general knowledge, higher vocational competence, or a completely new professional direction. Work practice or similar measures need to offered either during or after the education.

Further education, vocational training and post-graduate studies

The responsibility of the employers

At a time of rapid changes and a constant rise in the level of qualifications in working life, it is not acceptable from a social point of view that enterprises force older people with obsolete knowledge to leave and be replaced by younger job applicants with more up-to-date knowledge. If all enterprises adopt this method of renewal and upgrading of its workforce, none can succeed.

Thus, both society and employees, represented by their trade unions, have a legitimate reason for demanding efforts on the part of enterprises to improve the competencies of their staff through education and training. All employees should be given on-the-job training and other forms of professional development, in order, at least, to be able to maintain a position in the work process, and adjust to the changing assignments and qualification requirements.

Enterprises should investigate future needs of competencies together with their employees and their representatives, and make plans to provide the required education and training. Both enterprises and their employees are responsible for filling potential gaps in competencies.

Personal development and participation in the wider context of work should be given the same importance as skills training. Different measures of cost equalisation could be used in order to guarantee the possibility of enterprises to finance the retraining of its workforce.

Competence development and work organisation

Learning at work should be arranged to include employees who have traditionally been considered to lack both the need and the capacity to acquire new knowledge.

A number of studies, both European and American, show that the main characteristics of successful enterprises are the delegation of responsibility and authority, access to information

"The employer should be made responsible for on-the-job-training and its financing, which is why on-the-job-training should be carried out during paid time. It should have a wider content than that required for the immediate assignment"

"Pedagogy should be designed to suit target groups in such a way that the acquired knowledge will last over time, and can also be used outside the individual's specialisation.""An action is seen as being ethical in the extent to which it is sympathetically informed by an understanding of its impact on the welfare and interests of those others who are likely to be affected by it"

for the staff, and efforts to maintain good management support. The organisation of work should be changed in order to combine it with developing competencies. This has proved to be the most effective means of increasing productivity.

Lifelong learning

Rapid changes in working life require confident and mature employees. People who feel threatened by changing work conditions often actively oppose change. Trade union organisations want to work for employment security as well as making it possible for employees to improve their occupational competencies in such a way that all employees have the possibility of choosing their employers and tasks, and are not tied to a given employer or a type of work.

should be facilitated during the entire working life of the individual. This entails certain quality requirements with regard to the organisation, content, and purpose of all education. These should always take into consideration the fact that since certain knowledge and skills become quickly obsolete, it is necessary to offer a basic knowledge and skills that broaden knowledge and contribute to the ability to learn again. General basic education and broad vocational training are therefore an important part of lifelong learning. From a trade union point of view it is essential that all education and training has a broad perspective.

Education and training - a trade union concern

We in the trade union are naturally interested in the survival and success of both the private and public sectors of business life. The security of our members can be strengthened by strengthening their position on the labour market. Trade union organisations want to play an active role in this connection, both on their own, and in co-operation with other partners.

Broad access to education

We have illustrated above the basic principles that the ICFTU/HMS/IFBWW organisations believe should be included in the UN policy for

education and training. In addition to this there are other concrete matters that we consider important to emphasise with regard to the improvement of competencies in the Indian context.

In order to make it easier to achieve our goals, joint investments in research, as well as an effective exchange of experience are required.

Conclusion

Education and training is of strategic importance in improving the competitiveness of an economy and the prosperity of a country.

In view of the above, the 9th IFBWW Convention held in 1998 decided that the organisation shall work for the recognition of the rights of all employees to have access to education and continuing vocational training during their entire working lives. Improving the quality and increasing the quantity of primary, secondary and higher education should also be emphasised. However, an action programme concretising these basic principles is yet to be worked out.

In its resolution, the IFBWW has paid attention to the situation of the affiliates regarding their level of education and training, and the rate at which competencies are being improved. According to the principle of subsidiary, questions of education policy are basically a national issue. But the IFBWW is increasingly taking concrete initiatives in order to make the affiliates take initiatives with the State Governments.

The IFBWW emphasises as part of the present activity, joint measures by the concerned partners. However, employers have shown no interest in co-operation concerning these issues, either on the national level, or on the state level. This has blocked joint initiatives and the concrete influence of the parties is now limited to joint statements on the IFBWW 's communications.

It is therefore essential that the trade union movement manages to develop its long -term strategy in relation to the National requirement with regard to improving competence. Clarity about strategic goals and current relative political strengths is essential when it comes to formulating current tactics, as well as the demands and tasks of trade unions. Thus the goal of the ICFTU should be to draw up a programme for education and the improving of competence.

ETHICAL IMPLICATIONS OF CONTEMPORARY TRENDS IN WORK AND ADULT VOCATIONAL LEARNING

Richard D Bagnall looks into the trends in adult vocational learning and examines if they really are more responsive to the interests of those, whom they serve and contingent upon the cultural milieu in which they are situated

"An action is seen as being ethical in the extent to which it is sympathetically informed by an understanding of its impact on the welfare and interests of those others who are likely to be affected by it"

The purpose of this contribution to provide a critique of contemporary trends in adult vocational education from an ethical perspective.

Why? To better inform our advocacy, policy and action in relation to the trends.

The cultural context includes the unprecedented cultural change, including economic, social and political change. It also includes changes that impact on the nature and purpose of adult vocational education (AVE).

The ethical perspective deals with ethics as the extent to which an action is taken on the basis of, and is true to, an informed concern for its impact on the welfare of those others who are, or may be, affected by it.

As regards the **critique** we are concerned here, with the impact of contemporary trends in adult vocational education on the ethics of human action, so that policy initiatives, advocacy and educational activities in conformity with the trends may be better informed.

Ethical action

is characterised by:

A **reflexive awareness** of one's cultural being, location and impact;

A **humility** with respect to the importance of one's own framework of beliefs;

A **tolerance** of and respect for otherness;

An **empathic understanding** of and responsiveness to the particularities of others' lived realities;
The **capabilities, understanding** and **dispositions** involved in successfully negotiating understanding with others; and
The **acceptance of responsibility** for one's beliefs, actions and the acceptance of responsibility for the consequences.

Ethnical action may be influenced by contemporary cultural trends through their <u>impact on</u>:

- the educational discourse;
- the nature of the educational curriculum or program content;
- the justice of structural equities and inequities that they influence or effect; and
- and through the impact of each of each of these, on subsequent action by learners and others.

Cultural trends associated with the vocationalisation of general education and its contextualisation in other <u>life tasks</u>

- the instrumental commodification of knowledge & curricula;
- the competitive marketisation of adult education;
- a greater focus on student learning;
- the enhancing of educational accountability, efficiency and effectiveness, through a focus on educational outcomes;
- the specification of educational accountabilities;
- the privatisation of educational responsibility & benefit;
- the fragmentation & modularisation of curricula, and the construction of awards as aggregations of credits;
- the fragmentation, outsourcing and contracting of educational work;

"The changes in contemporary cultural context to which education is responding have been variously characterised. They include: the development of powerful cultural currents of diversity, democracy and freedom at all levels of social organisation; the privatisation of responsibility, value and exchange; the concomitant erosion of state power to act in the public good; the pluralisation and the fragmentation of social structures and cultural formations, including of educational provision and engagement"

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"A central trend in contemporary educational change, is for all sectors to become more responsive to the interests of those whom they serve, more responsive to their respective markets, more contingent upon the cultural milieu in which they are situated: a tendency which greatly advantages the adult education sector"

- the creation of more flexible arrangements for student engagement;
- the internationalisation of educational provision;
- the corporatisation of educational provision; and
- the increased status differences among educational providers and qualifications.

Ethically positive impacts of cultural trends related to vocationalisation include, particularly, their constraining of:

- Adult vocational education providers to act in ways that are sensitive to, informed about, accepting of and responsive to the realities of others and the particular contexts of human action to which the providers' programs are being directed;
- collaborative programming by providers and learners;
- acceptance of organisational and individual responsibility (through the overt use of measures and procedures of accountability);
- the development of situationally sensitive and responsive curricula and programs; and
- the development of organisational structures facilitating the development of such sensitivity and responsiveness.

Taking into account the above constraints, the trends may be seen as positively ethical in their impact on human action.

The impact of cultural trends on adult vocational education

Including, particularly, their constraining:

- a view of knowledge and learning (and therefore also education) as a private good (rather than a public good);
- a view of knowledge as an objectively discernible,describable & quantifiable entity (rather than as socially constructed);

able & quantifiable entity (rather than as socially constructed);

- self-regarding or egocentric action (rather than other-regarding action);
- rule-following or codified action (rather than situationally sensitive action);
- the competitive convergence of educational provision (rather than a responsive divergence & diversity);
- educational engagement to be congruent with (limited by) the limits of learner apprehension (rather than extending and transcending that apprehension);
- educational goals to be narrowly instrumental (rather than autotelic or exploratory);
- educational goals to be narrowly focused on the known world of enabling skills (rather than the transformative learning that allows new worlds to be created);
- massified curricular inflexibility & standardisation (rather than a flexible responsiveness to learner needs);
- the depersonalisation of learning (rather than its humanisation through close interpersonal interaction);
- a distancing of learners from the object of their study (rather than an immersion within it);
- learners to carry the cost of their own education (rather than educational provision as it is needed);
- the direct linking of educational fees to market value (rather than to affordability);
- cultural imperialism (rather than pluralism);
- the dehumanisation of learners and other players in educational systems (rather than their humanisation); and
- a view of education as giving competitive advantage over others (rather than as facilita- cooperative engagement).

"The fragmentation and modularisation of curriculum and the construction of awards as aggregations of credits, may tend towards a greater formalisation of learning requirements within individual units and modules - a narrowing of options to enhance the comparability of student outputs"

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"Critiques of the sort undertaken here should never be seen as providing recipes for practice in particular cases. The situational variability and complexity of each providing agency, each policy or management initiative, and each program that is affected by any such initiative, requires a sensitivity that can never be attained through the determinative application of general findings, conclusions and rules"

What can we do about <u>counter-ethical trends?</u>

- be cautious in judgement & advocacy.

- never forget - in applying the results of analyses such as this - that each case is different from all others.

- The balance of ethical and counter-ethical effects will vary greatly in kind and degree from case to case.

- Our particular judgements and actions in particular cases should, accordingly, be informed by such analyses, but never determined by them.

- seek to minimise the counter-ethical & maximise the ethical impact in each particular case.

The following sorts of **questions need to be addressed**.

? Given the traditional commitment of AVE provision in many countries, what may be said about the ethics of that provision?

? To what extent and in what ways are we, as contemporary educators, complicit in the sorts of counter-ethical effects noted above?

? To what extent do the ethical consequences of these trends off-set the counter-ethical?

? Can that off-setting be used to defend our complicity in the changes that produce the counter-ethical effects?

? What sorts of actions may be taken to alleviate or off-set the counter-ethical effects?

? Is the proper, the ethical, course of action to oppose the changes in contemporary culture that underpin these trends and to oppose educational change that is in conformity with them?

? Does it matter? Can we do without ethics (as here under-tood) in AVE - relying entirely on enlightened self-interest?

RECENT UIE PUBLICATIONS ON WORK-BASED LEARNING

Adult Learning and the Changing World of Work

Report of Theme V

Ed. by Madhu Singh

Co-published by UIE, Hamburg and UNEVOC, Berlin

June 1998

This report presents the contributions to the theme five workshop "Adult Learning and the Changing World of Work"of the Fifth International Conference on Adult Learning. It deals with the most significant changes in the world of work, their implications for programmes and policy directions in adult learning. The thematic network on work was represented by a wide range of UN organisations (ILO, World Bank, UNDP), universities and research associations as well as governmental organisations.

The world of work is experiencing major changes in patterns of production as well as dramatic innovations in technologies in the context of a more competitive global economy. The first section draws attention to the major shortages of qualified workers for new industries, the displacement of labour, dislocation of peoples, reduced unionisation, unemployment, obsolescence of skills and production techniques, gender inequalities and precarious employment. Papers also deal with the enhanced role of adult learning which can no longer be conceptualised as a narrow educational effort focusing on technical skills required for performing a given job or paid employment. They emphasise that although adult learning is becoming more and more an individual effort, this will have to be counterbalanced by provision, opportunities, information and guidance.

The papers also address the problems in adult learning in relation to the world of work. These are presented in diverse ways, within developed and developing countries. There are striking trends that emerged during the various workshop sessions, within certain regions, countries and economies.

Vocational competencies in the informal economy are acquired primarily through informal learning processes and closely related to economic survival in diverse social contexts - the family, the household, community, organisations and social networks. Since having a regular job is only one component of sustainable livelihood, papers in the section on non-formal vocational education draw attention to designing adult learning more thoughtfully in relation to "sustainable livelihood patterns", giving greater relevance to diversity of experience, information on human rights, vulnerability of individuals to change, and technology spread to poorer communities.

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FOREWORD • INTRODUCTION TO CONFINTEA V • DISCUSSION AND DEBATE ON THE ISSUES OF THEME V (R. Barry Hobart) • POSITION PAPER ON THE GALAXY OF ISSUES RELATING TO THEME FIVE (R. Barry Hobart) • PARTICIPANTS' PRESENTATION TO THEME FIVE :

I. CHANGES IN THE WORLD OF WORK THAT IMPACT ON ADULT EDUCATION AND TRAINING

ICFTU: What Are The Most Significant Changes In The World Of Work? (Renate Peltzer) ■ *The World of Work and Adult Learning: Changes, Impacts And Prospects* (B. W. Kerre) ■ *Changes In The World Of Work And Their Impact On Adult Education And Training In Jamaica [A Developing Economy]* (Lurliene Miller) ■ *Training For Employability* (Maria A. Ducci) ■ *Continuing Training In The Transition Process In Central And Eastern Europe And In The New Independent States* (Hans Konrad Koch) ■ *Learn To Undertake (Félix Cadena Barquin)* ■ *Special Impacts On Developing And Transition Economies* (David H. Fretwell) ■ *Adult Education And Jobs, Or Sustainable Livelihoods?* (John Lawrence).

II. IMPLICATIONS FOR ADULT EDUCATION PROGRAMMES OF THE CHANGING WORLD OF WORK

Policy Directions For Reforming Vocational and Technical Education In Korea (Ikhyun Shin) ■ *Changes In The World Of Work And Their Implications For Formal TVET* (R. Barry Hobart) ■ *Adult Learning And Vocational Training In The Informal Sector In Developing Countries* (Committee on Educational Research in Co-operation with Third World Countries, within the German Educational Research Association).

III. POLICY AND SOCIAL IMPLICATIONS OF THE CHANGING WORLD OF WORK

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Adult Learning and the Future of Work

Ed. by Madhu Singh

Published by UIE, Hamburg

April 1999

This book examines the theme of Adult Learning and the Changing World of Work. The first part deals with global issues and contexts which create a social demand for adult learning, and the role of different partners in meeting this demand from the perspective of lifelong learning. The second part presents concrete case studies of research, reforms and projects for improved policy-making and practice in adult and continuing vocational educationfrom selected countries. Part three includes proposals for future strategies and approaches to work-related adult learning in a changing world. Geographically the book covers many countries, including Argentina, India, Zimbabwe, Norway and Lebanon.

The papers raise important theoretical, ideological and pedagogical issues dealing with the relationship between work and learning.

Adult Learning and the Future of Work poses the challenges, that national policy-makers, the research community, funding agencies and international organisations are facing, in rethinking the relationship between work and education from a lifelong learning perspective.

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III. PROPOSALS AND CHALLENGES

Proposals for Discussion on The Future of Work and Adult Learning ■ ***Contributors***

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